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ABSTRACT

This annual report describes some of the major activities currently under way across California to implement educational reforms. The achievements described focus on raising standards in California schools, providing technical support to school districts, and charting progress at the local level through a statewide accountability program. The first section describes specific reforms in the following areas: curriculum, textbooks, accountability, the testing program, training of administrators, teachers, the middle grade task force, educational technology, safe schools, and health education. The second section focuses on specialized programs: the school improvement program, career-vocational preparation, special education, bilingual education, compensatory education, and adult/alternative education. The third section, "providing support," describes state initiatives for child development, dropout programs, school facilities management, and school finance. (TE)

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CHALLENGE OF

Excellence

ANNUAL REPORT
1986

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1987

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Superintendent's Message

All across California, students, parents, and educators are working hard to restore excellence in our classrooms. During the past several years, a consensus has been forged about the direction that our schools must take. This vision is based on recognition that we need to educate more of our students to higher levels of academic competency than ever before if our state and nation are to remain competitive in the world economy. We also must instill strong civic and ethical values in our students if we want to ensure the survival of our democracy.

Reaching this consensus required a major cooperative effort in California—but building this accord was just a beginning. We now must see careful implementation of these ideals at the local level. We need to mesh the activities of the whole school so that they build upon and support one another. This annual report—*Challenge of Excellence - 1986*—describes some of the major activities currently under way across our state to implement our educational reforms.

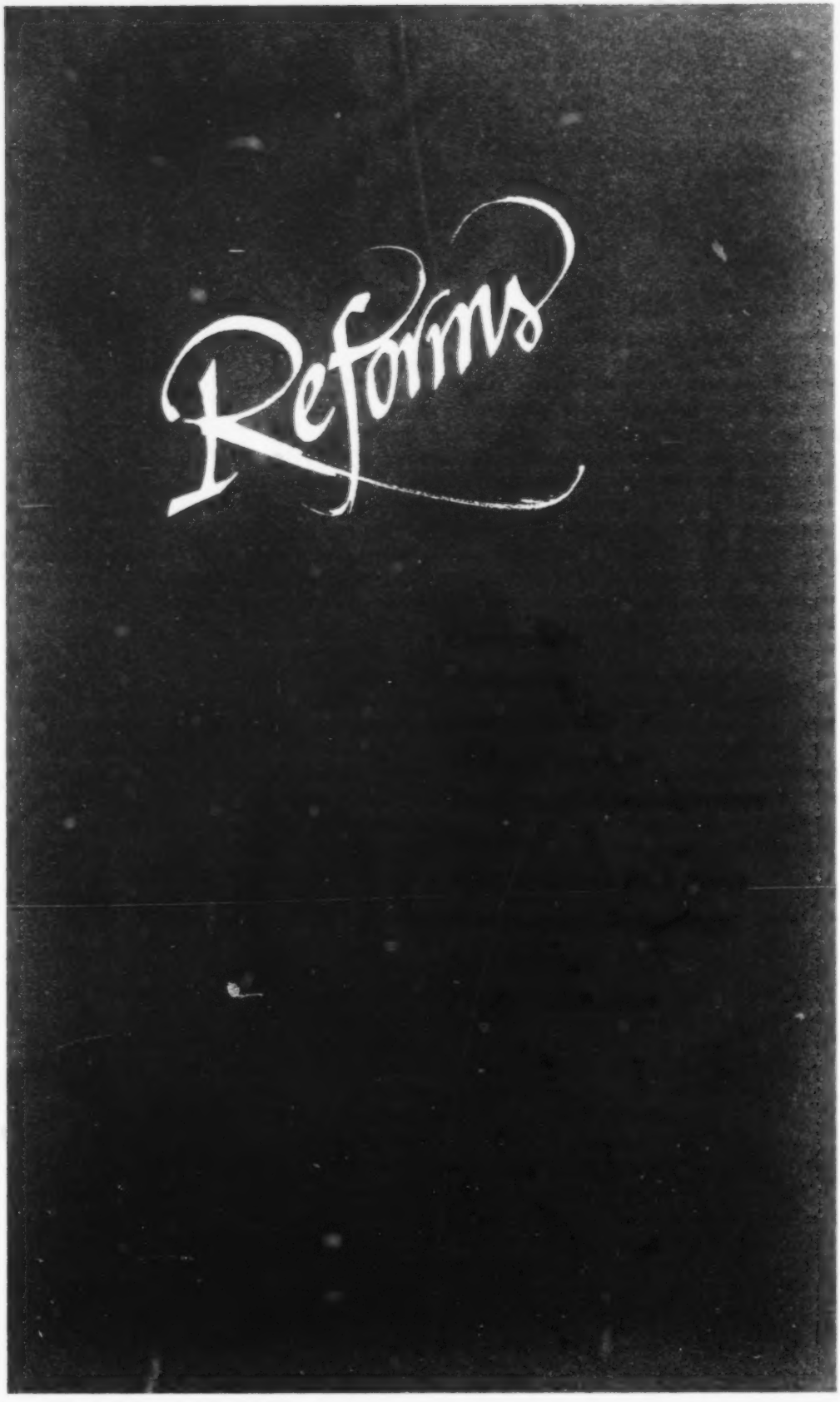
The achievements described focus on raising standards in our schools and providing technical support to school districts so that the vision of excellence can become a reality. In addition, the educational community has agreed to hold itself accountable for its efforts, and we are now better able to chart progress at the local level. Increased enrollment in academic courses and rising test scores reflect the gains we are making in our classrooms. At the same time, our accountability program allows us to identify those schools that are not making the gains that they should, and it provides us an opportunity to offer these schools additional assistance.

A 1986 Gallup Poll shows that nine out of ten Americans feel that developing the best educational system in the world is this nation's top priority and the key to the United States' strength in the future. In fact, these citizens place education's importance far above industrial productivity and military power. Yet it is important that we guard against complacency—a complacency based on the false belief that we need no longer try as hard as possible to advocate for educational excellence because we have received increased support for our schools over the past several years and we have made progress in our classrooms. While we have had strong public commitment and funding for our efforts, we must continue to push for quality on all fronts. Rather than resting on our gains, we must seek additional support and funding if California is to match the other major industrialized states in its commitment to education.

We must let our citizens know that we appreciate what they have done for our schools and that much hard work still remains. The educational community also deserves to be commended for all its hard work and dedication. There is no greater challenge that our schools face than raising standards for all of our students. Working together, educators, students, parents, the business community, and the general public can and must achieve this goal.

Bill Honig

Superintendent of Public Instruction
1986


Reforms

Curriculum

Real educational change at the school level occurs in the classroom, and a strong curriculum is the basis for this change. Model curriculum standards for grades nine through twelve, adopted by the State Board of Education in 1985, have had a galvanizing effect on local curriculum. Students in science laboratories are gaining more hands-on experience; more students are reading high-quality literary works; and students have increased opportunities to apply mathematical concepts and to understand the dramatic unfolding of historical events.

To help teachers and curriculum planners review and improve local curricula, various workshops and conferences on the state's curriculum frameworks and model curriculum standards were held throughout the state during 1986. Staff development meetings focused on the model curriculum standards, and geography and literature conferences were held in conjunction with the University of California system.

In addition, curriculum workshops were sponsored by the State Department of Education and the County State Steering Committee, composed of county office of education assistant superintendents of instruction. The workshops were designed to help participants develop a common vision of excellence in the classroom, the ability to compare curriculum with the model curriculum standards and other criteria, and a heightened awareness of various strategies teachers use to translate curriculum into classroom practice.

Model Curriculum Guides

Model curriculum guides for kindergarten through grade eight are being developed for science, mathematics, and English-language arts. These guides, like the model curriculum standards for grades nine through twelve, establish standards of excellence for curriculum in each of these subject areas. Unlike the guides for grades nine through twelve, they are not mandated by law. Districts asked that the State Department of Education develop these guides to provide guidance at these earlier grade levels. The guides are being developed by committees of content area specialists from districts, county offices of education, and higher education. A companion document to the kindergarten through grade eight English guide, *Recommended Readings in Literature, Kindergarten Through Grade Eight,* was published separately in response to extensive public interest in good children's literature. This list has become an important focus for the California Reading Initiative.

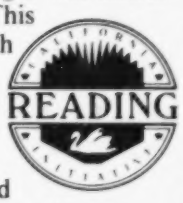
California Reading Initiative

Reading is fundamental to success in all academic areas. The California Reading Initiative represents a collaborative effort among parents, teachers, school administrators, and publishers to foster literacy and improve reading instruction.

Since the National Commission on Reading released *Becoming a Nation of Readers* in 1985, educators have been challenged to rethink how the language arts are taught. California school districts were asked to look at their reading programs during the 1986-87 school year. According to *Becoming a Nation of Readers,* students spend up to 70 percent of the time allocated for reading instruction on work sheet activities that . . . "require only a perfunctory level of reading." One of the main thrusts of the initiative is to have students spend

more time reading high-quality literary works.

For that reason, the initiative was launched in May 1986, when the *Recommended Readings in Literature, Kindergarten Through Grade Eight* was distributed to school districts. This list complements the ninth though twelfth grade list that was published in the *Model Curriculum Standards*. Student access to good books was enhanced by booksellers who featured displays that proclaimed "We Support the California Reading Initiative" in a statewide promotional campaign that took place in the fall.



In addition, school libraries are an important reading resource for students. Consequently, the State Board of Education approved school library guidelines for local districts to help them determine what constitutes a good school library and how the library should be staffed.

Some educators have already dubbed the 1986-87 school year "The Year of Reading." School districts are preparing to carry out the initiative by implementing a richer language arts curriculum. The State Department of Education is committed to connecting students to their political, ethical, and social worlds; and this can only be accomplished by providing a rich curriculum in science, history, literature, the arts, and other key subjects. The California Reading Initiative recognizes the importance of reading in this endeavor.

The "One-Two-Three" Plan

To help districts implement new curricula and to provide guidance for curriculum review and planning, the Department developed the "one-two-three" plan for assessing, planning, and evaluating curriculum. The plan follows the curriculum framework and instructional materials six-year adoption cycle. Several California districts are using the curriculum frameworks and instructional materials adoption cycle to plan their own cycle of curriculum review and improvement.

The cycle works as follows: The adoption of a new curriculum framework begins the review of a specific subject area. During the first year, the current curriculum is assessed for its strengths and weaknesses. From the results of the first-year assessment, a pilot program is developed and implemented during the second year. Criteria for selection of instructional materials are also developed. In the third year the new curriculum is implemented throughout the district in kindergarten through grade twelve. Ongoing assessment, modification, and evaluation of the new curriculum take place during the fourth, fifth, and sixth years.

U.S. Education Secretary William Bennett, in his report *First Lessons*, says:

> After the family, elementary school is the most influential institution in children's lives: helping to shape first and lasting views of themselves, molding aspirations and skills, introducing them to their country, their culture, to the universe itself.

A solid curriculum in elementary school will prepare students to do well in high school and beyond. The model curriculum guides for kindergarten through grade eight and the model curriculum standards for grades nine through twelve reflect the strongest possible professional consensus about the content that every student should be exposed to before graduating from high school.

Textbooks

In 1985, California captured national as well as international recognition for its strong stand on providing public school textbooks that reflect curriculum integrity. Textbook publishers responded to recommendations from the Curriculum Development and Supplemental Materials Commission and the State Board of Education by revising science textbooks to meet enhanced California standards.

A similar stand was taken in 1986 on mathematics textbooks. The State Board voted in November to extend the adoption of kindergarten through grade eight mathematics textbooks for one year while publishers rewrite their books. The books were rejected because they emphasized rote memorization and mathematics drills rather than developing logical thinking and more complex computational skills.

The current task of California public school educators is to prepare students for the increasingly sophisticated job market, for citizenship, and for individual opportunity to participate in American society. Textbooks play an important role in developing the skills, knowledge, and understanding that will help students achieve both personal and professional success. Teachers must be supported by well-crafted books that engage, inspire, and challenge students. Textbooks must also be easily understood and true to curriculum integrity.

Improvement of school textbooks is critical to the education reform movement and requires cooperative efforts among educators, the publishing industry, legislators, and the public. Increased funding for textbooks must become a higher priority if significant progress is to be made. Currently, only 0.7 percent or $1.3 billion of the total national budget for education is allocated for instructional materials. In contrast, national estimates provided by the Association of American Publishers indicate that $7 billion is spent on cosmetics and $22 billion is spent on tobacco. Since teachers use instructional materials between 75 to 95 percent of the time in the classroom, educational spending priorities must be challenged; and a stronger commitment to textbook improvement must be made if educational reform efforts are to continue.

Accountability

California was the first state in the nation to establish a comprehensive, statewide accountability program. Development began in early 1984, and the first-year results were published in December 1984. The accountability plan grew from a consensus among California's educators, the Legislature, and citizens that a more rigorous academic program was needed to restore excellence to our public schools. The accountability program is a key component of the statewide educational reform effort in California because it provides evidence of improved student performance for the state as a whole and for individual schools. The 1985-86 results show two years of continuous progress in our schools.

The major thrust of the educational reform strategy in California is to raise standards and expectations for students, teachers, and schools. The anticipated outcomes are increased numbers of students who qualify for jobs or who are academically prepared to enter college; and students who develop character, citizenship, and a broader knowledge of, and involvement in, the social, political, and ethical worlds. The accountability program measures the progress toward these outcomes and ensures positive change in existing educational programs. The accountability plan is designed to:

- Broaden the criteria by which schools are measured so that schools are not judged solely by test scores or other narrow indicators of performance.
- Allow educators to take the lead in determining how to measure school progress.
- Sustain necessary public support and funding for education by demonstrating success.
- Recognize schools for their progress and achievements.

School administrators, teachers, school board members, and members of the business community throughout the state cooperatively developed an initial list of quality indicators to reflect the goals of the educational reform movement. These goals include:

At all grade levels:

- Increase scores on California Assessment Program tests.
- Improve student attendance.
- Increase the number of writing and homework assignments completed.

At the elementary and intermediate levels:

- Increase instructional time divided among reading/literature, language arts, history–social science, mathematics, science, physical education, foreign language, and fine arts courses.

At the high school level:

- Increase enrollments in core academic subjects such as English, history–social science, foreign language, and fine arts; advanced academic subjects such as chemistry, physics, and advanced mathematics and science; and courses required for admission to the University of California.
- Improve the performance of college-bound students on the *Scholastic Aptitude Test,* on advanced placement examinations, and on selected College Board achievement tests.
- Reduce the number of dropouts.

Additional quality indicators are added as data become available and as new indicators are developed which

Mere accumulation of information without a sound philosophy is not education.

Bella V. Dodd

further reflect our progress with educational reform.

Performance Reports

All regular public schools in California receive an annual report that tells the school how it is performing on each of the quality indicators and how the state as a whole is performing. This report, the *Performance Report for California Schools,* also shows how much progress has been achieved since the base-year, 1984, and how the school's performance compares with schools having similar student populations and with schools throughout the state.

The *Performance Report* also includes base-year and current-year data on the state's standing on each quality indicator and the statewide targets for 1985-86, 1987-88, and 1989-90. It is noteworthy that in one year our high schools exceeded many of the two-year targeted increases and, after two years, met or exceeded the targets in over half of the quality indicators (see Table 1).

The *Performance Report* consists of two parts. In addition to the state-produced data section, the local section provides a more in-depth description of a specific school. Local indicators draw from a larger body of evidence, including quantitative data, qualitative assessments, and professional judgments. Schools provide information on the following indicators, in addition to any others they choose to include:

- Quality of the instructional program
- Nature of the learning environment
- Amount and quality of writing
- Amount and quality of homework
- Numbers and types of books read
- Community and parent participation
- Awards and recognition achieved by students, teachers, and the school
- Participation in extracurricular activities
- Nature and quality of support for students with special needs

Using the data provided in the *Performance Report* and the information developed locally, individual schools and districts then establish their own goals based on statewide targets and devise strategies to reach those goals.

California School Recognition Program

Over the last two years, reading and mathematics scores in nearly two-thirds of California's high schools have shown marked improvement when ranked against national test results. Other positive indicators, including increased enrollments in academic courses and higher student performance in specific curriculum areas, are also being observed.

To showcase these important gains, the State Department of Education established the California School Recognition Program, an important component of the state's reform efforts, in 1985-86. This annual program is devoted to recognizing outstanding educational achievement throughout the California school system.

During the program's first statewide awards ceremony, 30 high schools and 60 middle schools from throughout the state were honored as California Distinguished Schools. The ceremony was sponsored by the California Educational Initiatives Fund (CEIF), a group of seven corporate sponsors, who are seeking various ways to support educational excellence. Contributing members of CEIF include: Chevron U.S.A., Inc.; BankAmerica Foundation; First Interstate Bank of California Foundation;

Table 1
Quality Indicators and Statewide Targets for California High Schools

Quality indicator	*Statewide averages[1]*			*Statewide targets[2]*		
	1983-84	*1984-85*	*1985-86*	*1985-86*	*1987-88*	*1989-90*
Course Enrollments						
Mathematics[3]						
3 or more years	67%	74%	78%	70%	73%	75%
Advanced mathematics	28%	32%	33%	32%	36%	40%
English						
4 or more years	73%	86%	88%	75%	78%	80%
Science[3]						
3 or more years	33%	36%	40%	38%	42%	50%
Chemistry	25%	31%	37%	27%	32%	40%
Physics	10%	12%	14%	16%	21%	25%
Advanced science	NA[4]	NA	49%	NA	55%	61%
History/Social Science						
4 or more years	33%	37%	40%	38%	42%	50%
Foreign Language						
3 or more years	22%	22%	26%	25%	29%	32%
Fine Arts						
1 year art/music/drama/dance	65%	67%	70%	66%	68%	70%
Units required for graduation	NA	NA	17	NA	19	21
University of California Requirements						
Enrollments in a-f courses	NA	38%	44%	40%	45%	50%
Graduates completing a-f courses	NA	NA	28%	NA	31%	35%
California Assessment Program (CAP) Scores						
Reading						
Percent correct score	66.2	62.9	62.7	62.7	63.7	64.7
Percent scoring						
above Q_3	25%	27%	26%	26%	27%	28%
above Q_2	50%	52%	51%	52%	56%	60%
above Q_1	75%	77%	76%	76%	78%	80%
Mathematics						
Percent correct score	67.4	68.3	68.7	67.9	68.9	69.8
Percent scoring						
above Q_3	25%	29%	29%	26%	27%	28%
above Q_2	50%	48%	48%	52%	56%	60%
above Q_1	75%	77%	78%	76%	78%	80%

[1]Statewide averages are based on grade 12 statewide enrollments unless otherwise noted.
[2]Targets are compared to 1983-84 standards.
[3]The values for advanced mathematics and advanced science represent the statewide rate of enrollment per 100 juniors and seniors. The values for chemistry and physics are the statewide enrollment.
[4]NA data first collected in 1985-86; state targets provided for 1987-88 and 1989-90 only.

Table 1—Continued

Quality indicator	Statewide averages[1]			Statewide targets[2]		
	1983-84	*1984-85*	*1985-86*	*1985-86*	*1987-88*	*1989-90*
Dropout/Attendance						
Dropout rate (Statewide averages and targets are attrition rates, grade 9 to graduation.)	29.3%	29.0%	30.9%	28.3%	26.0%	23.5%
Attendance rate Actual yearly attendance rate	← To be reported spring 1987 →					
Performance of College-Bound Students						
Scholastic Aptitude Test (SAT)						
Percent of seniors taking	31.4%	33.6%	36.3%	*	*	*
Verbal						
Average score	421	424	423	428	436	444
Percent of seniors scoring at least 450	15.5%	17.2%	18.1%	17.5%	21.0%	25.0%
Mathematics						
Average score	476	480	481	481	489	496
Percent of seniors scoring at least 500	16.5%	18.4%	19.6%	17.8%	19.1%	20.5%
Achievement Tests						
Test of Standard Written English	42.6	42.3	42.5	43.0	43.5	44.0
English Composition	492	494	496	503	514	525
Mathematics Level 1	517	515	518	528	539	550
Mathematics Level 2	647	643	646	656	665	675
American History	501	506	509	509	517	525
Advanced Placement Examinations						
Number of scores 3 or better (per 100 seniors)	9.5	11.7	NA	12.0	15.0	18.0

[1]Statewide averages are based on grade 12 statewide enrollments unless otherwise noted.
[2]Targets are compared to 1983-84 standards.
*The percent of seniors taking the SAT is presented for information only; no statewide targets have been established.

McKesson Foundation; Pacific Telesis Foundation; Security Pacific Foundation; and Wells Fargo Foundation. The winning schools received plaques and flags in recognition of their achievements.

A comprehensive screening process, which took several months to complete, determined the winning schools. The first phase of the screening included a thorough computer analysis of various quality indicators, including the annual school performance reports from California's 1,500 schools with eighth grades and 800 high schools. Those schools which ranked in the top 20 percent of comparable schools demonstrating the highest *overall performance* were nominated. Those that ranked within the top 10 percent of the total number of schools showing the greatest *improvement* also were nominated.

The nominated schools were then asked to complete an extensive application form, designed to offer each school an opportunity to detail the variety and strengths of its respective programs. Finally, state and county education representatives personally visted each nominated school to evaluate the facility. The official winners were announced in June; the list also included 40 middle schools that placed as runners-up in the ranking process.

In addition to recognizing the all-around top test scores and academic improvements through the Distinguished Schools awards, the California School Recognition Program will ultimately recognize achievements in other categories as well. Those schools that demonstrate excellence through a number of specific indicators, such as a high percentage of students completing three years of mathematics courses, will receive Outstanding Achievement awards. In addition, exemplary programs and outstanding students will be recognized with certificates of commendation. Schools chosen as California Distinguished Schools will also advance to the U.S. Department of Education's National School Recognition Program competition for the appropriate grade levels.

The California School Recognition Program is dedicated to fostering the pursuit of educational excellence. As the program develops, it will provide increased public awareness and support for those schools that display and deserve academic distinction. These schools, in turn, will serve as models for other schools seeking to improve—and excel.

Testing Program

A sound testing system, although just one tool, is essential to monitoring and stimulating academic growth. Effective testing helps to focus instruction on the most important goals of educational reform and guides efforts to reach those goals by showing where instructional programs are succeeding and where they may be falling short. Since 1983, California's testing program has been undergoing significant revision and expansion to reflect better the priorities of the educational reform movement.

California Assessment Program

The California Assessment Program (CAP) annually tests all California students in grades three, six, eight, and twelve. CAP data on student achievement is one way for the public, the Legislature, and school districts to evaluate the effectiveness of the schools' instructional programs and modify them accordingly. In 1985-86, CAP scores increased at all grade levels tested. Third grade scores showed gains of six points in reading and written expression and five points in mathematics. Sixth grade scores rose seven points in reading, four points in mathematics, and six points in written language. Eighth grade CAP scores reversed last year's decline with test score increases of three points in reading and two points in written language and mathematics. For high school seniors, mathematics, spelling, and written expression CAP scores were the highest ever recorded. Overall, the latest CAP score increases far surpassed statewide targets for grades three and six; and grade twelve scores were on target. (See Figure 1.)

For the past four years, CAP has been heavily involved in developing tests to reflect better the reform agenda at additional grade levels and in additional content areas. In 1983-84, CAP introduced a grade eight test—the first CAP test to assess "academic" rather than "basic" skills. The *Survey of Academic Skills: Grade 8* includes reading questions based on passages from literature, science, and social science emphasizing higher-level comprehension; written expression questions based on student essays related to the reading passages; and mathematics questions assessing computational abilities as well as problem-solving, prealgebra, and pregeometry skills.

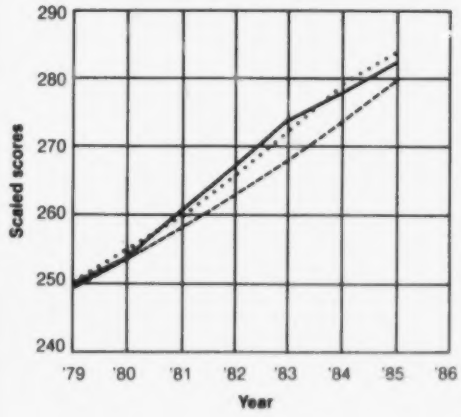
The grade eight test has been enlarged twice since its introduction. In 1984-85, the history–social science component was added to assess reasoning skills as well as content knowledge. In 1985-86, the science component was added to assess process skills as well as knowledge of content.

Perhaps the most innovative as well as the most complex expansion of the grade eight test is in the area of writing. A new direct assessment of students' writing abilities has been developed. It requires students to write one or two essays in response to writing exercises (prompts). Direct writing assessment is expected to reinforce the central role of writing in the curriculum, stimulate more instruction and student practice in writing, and provide more valid information to teachers about the strengths and weaknesses of their writing programs than traditional tests of knowledge about writing have in the past.

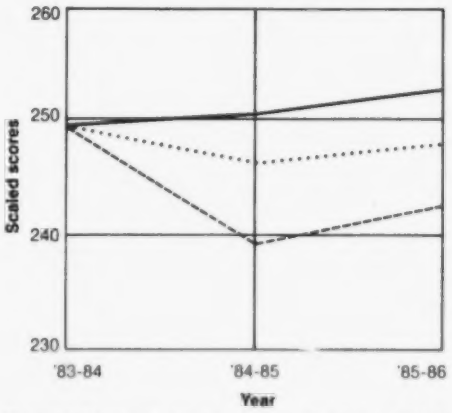
Development of the direct writing assessment began several years ago with the formation of a committee of writing specialists—the CAP Writing Assessment Advisory Committee—representing a cross section of geographic regions and

Figure 1
California Assessment Program Scores

Grade 3 California Assessment Program Scores, 1979-80—1985-86

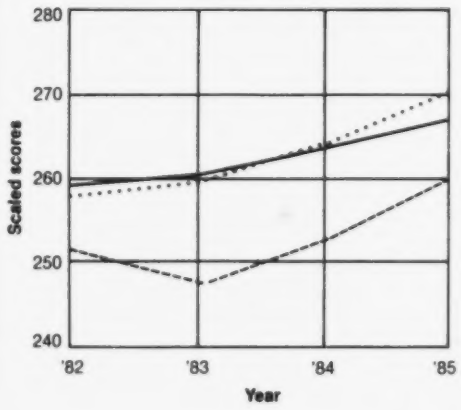


Grade 8 California Assessment Program Scores, 1983-84—1985-86

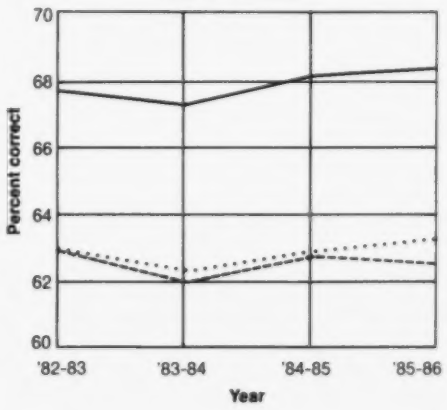


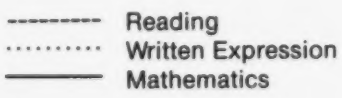
The grade 8 test was administered for the first time in 1983-84

Grade 6 California Assessment Program Scores, 1982-83—1985-86



Grade 12 California Assessment Program Scores, 1982-83—1985-86





To know the road ahead, ask those coming back.

Chinese proverb

educational institutions throughout California. Guided by this committee, the California Writing Project, in collaboration with several contractors and the CAP Writing Assessment Development Team—a group of 20 specially qualified writing teachers—produced materials and provided technical leadership for all phases of a pilot assessment conducted in spring 1986. Hundreds of prompts reflecting California's *English-Language Arts Framework* and curriculum statements were developed and subjected to a comprehensive student tryout by 80 outstanding writing teachers. The prompts that survived the teachers' evaluations and students' critiques were then revised and administered to a large sample of students. After the students' essays were scored, training materials based on the results were produced for staff development programs held in fall 1986. The initial statewide administration of the direct writing assessment is scheduled as part of the regular grade eight CAP test in spring 1987.

A four-year program was initiated in 1985-86 to develop and implement a new grade twelve test aligned with the model curriculum standards which were mandated by Senate Bill 813. When completed, the new *Survey of Academic Skills: Grade 12* will cover the five content areas of reading, written expression, mathematics, history–social science, and science. The first sets of items were field-tested in 1986; item refinement and further field-testing will be completed in 1986-87. The first statewide administration of the new test is scheduled for 1987-88.

To facilitate the alignment of test content with California's curriculum frameworks, standards, and guides, CAP is developing a strategy in 1986-87 to coordinate future test development and revision with the Department's three-phase curriculum improvement and implementation cycle. Additional activities planned to upgrade and expand CAP testing in the future include development of a grade ten test and review of the relatively new (1980—86), high-level tests at grades six and eight for consistency with the kindergarten through grade eight model curriculum guides. These projects will be initiated as funds become available.

The methods chosen to report test results are critical to an effective testing program. For the past several years, CAP has done more than rank schools and districts; it reports on schools' effectiveness based on the types of students for whom they are responsible. Specifically, achievement levels and progress are reported for each ethnic and socioeconomic group as well as for each mobility group (indicating how long students have been in a given school or district). This reporting system makes it relatively easy for school personnel to target their efforts to help all students reach the highest possible levels of achievement.

Education Improvement Incentive Program

The Education Improvement Incentive Program (EIIP) was enacted as part of Senate Bill 813 and amended in 1984 by Senate Bill 1889 (Greene). For the past two years, the program has provided monetary incentives to public high schools for improvement in their twelfth-grade CAP scores. The Governor vetoed funding for the program for 1986-87, but the State Department of Education is working to restore the $6.8 million earmarked for EIIP.

To be eligible for incentive funding, a school must meet three basic criteria: (1) 93 percent of the eligible senior class must take the CAP test; (2) the administration of the test must be supervised according to stipulations in the *Education Code,* including the requirement for outside proctors; and (3) the school's cumulative test score must increase over the previous year's score.

The EIIP was allocated $14.6 million for 1985-86. A school's incentive grant is based on the amount of gain in scores and the number of seniors tested. The incentive award cannot exceed $400 per student tested. A total of 548 schools, representing 48 percent of the schools in the state, qualified for awards in 1986. The amounts awarded ranged from $5 to $192,000, with the average award being $26,047.

Golden State Examination Program

Development of the Golden State Examination Program (GSEP) was authorized by SB 813. The program is designed to create end-of-course examinations embodying statewide standards of achievement that will identify students qualifying for a special honors designation on their high school diplomas. The GSEP is expected to fulfill California's need for a rigorous state-level examination program of the type called for by the President's Commission on Excellence in Education, which asserted that "high expectations are expressed to students by the presence of rigorous tests requiring students to demonstrate their mastery of content and skill. . . ."

The first two Golden State Examinations—in beginning algebra and geometry—were developed in 1984-85. In 1985-86, a prototype field test of the system for administering the exams as well as initial items for the United States history exam were developed. Statewide administration of the Golden State Examination in first-year algebra is scheduled for 1986-87; and tests in additional subjects, including advanced algebra, laboratory sciences, English literature/composition, foreign languages, and health sciences will be added as funding is provided by the Legislature.

Test scores are only one indicator of students' performance, but they are important as a readily understandable yardstick of achievement. To best reflect the goals and assess the impact of California's reform efforts, our tests must be developed based on our definition of the curriculum and incorporate broad and meaningful coverage of major subjects. As our expansion and revision of the testing program progresses, we anticipate that testing will provide an increasingly effective tool for focusing instruction on the challenging curriculum that California students need and deserve.

Training of Administrators

Educational reform is impossible without strong leadership, and the selection and training of educational administrators have been a major part of California's reform movement since the enactment of SB 813. The California School Leadership Academy (CSLA) was established in 1985 to develop a comprehensive statewide delivery system for administrator training reform. The Institute for Training and Development (Institute), located at the Alameda County Office of Education, is responsible for training, development, administration, and management of the CSLA program. Regional administrator training centers, located throughout the state, deliver the CSLA training programs to administrators in their local areas and provide follow-through support services to participating school districts.

In contrast to previous administrator training programs, which have focused on management techniques, CSLA's training program is designed to emphasize the instructional and curriculum leadership areas in education. The CSLA also draws widely from practices used in business management and staff development training.

Since 1983, the California Legislature has allocated $6.6 million to help practicing and potential administrators improve their effectiveness as public school instructional leaders. Research to identify exemplary practices relating to the recruitment, selection, and evaluation of school administrators is also being conducted.

In June 1986, the Institute introduced five training modules which focused on (1) leverage, vision, and school culture; (2) mission and goals; (3) assessment of student progress; (4) curriculum; and (5) instruction. Other training modules, to be presented by the Institute over the next two years, include those relating to professional development, professional accountability, school climate, parental involvement, school culture, and organizational change. Each training will also focus on the need for educational administrators to build an instructional support system at the local school level to ensure that educational innovation issues are studied carefully by everyone involved and that peer sharing and support are part of every school program. In addition, CSLA program participants will design a comprehensive school improvement project which will integrate knowledge gained from the training modules directly with the administrator's work responsibilities.

Formative evaluation of CSLA trainings plays a key role in ensuring that the CSLA program delivers high-quality training and follow-through activities. Evaluators from both the University of California and Stanford University have been actively involved in evaluation through the Policy Analysis for California Education (PACE) project. This evaluation process will continue to provide guidance during the next three years. PACE evaluators attend CSLA training sessions and observe field-testing of instructional materials. Follow-up surveys and phone interviews with training participants are also conducted by PACE evaluators.

Over 1,700 California administrators are expected to participate in the California School Leadership Academy's training program during the 1986-87 school year. Each participant will commit 15 days per year to the program and, by the end of the three years of training, will have participated in 315 hours of instruction, workshops, and follow-through activities.

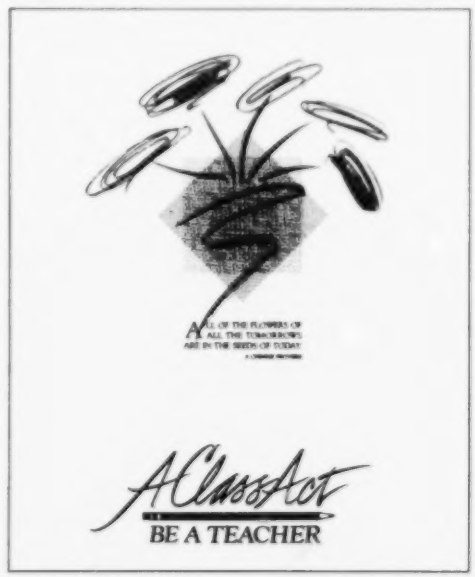
The foundation for a comprehensive strategy for improving the state's teaching profession was laid in late 1985 with release of the final report of the California Commission on the Teaching Profession, *Who Will Teach Our Children?* The Commission was jointly initiated by Superintendent Bill Honig, Assemblywoman Teresa Hughes, and Senator Gary Hart and was funded by the William and Flora Hewlett Foundation.

The Commission's report not only called public attention to the fact that California was facing the need to recruit and prepare approximately 85,000 new teachers by the end of the decade, but also that these individuals must be of high caliber if our efforts in the classroom are to be successful. The Commission then set forth a blueprint for the total restructuring of the system of teacher preparation within the state. Among the numerous far-reaching proposals were the calls for reform of university teacher education programs, a system to assess the competence of individual prospective teachers, and the recommendation that a formal residency period be established for the initial years of teaching.

These findings of the Commission were underscored from a national perspective by the report of the Carnegie Task Force on Teaching as a Profession, *A Nation Prepared: Teachers for the 21st Century*. Superintendent Bill Honig served on this task force, which called for the creation of a national standards board to supplement state efforts to develop and adopt a system to assess the competence of individual teachers.

These prestigious reports have touched off a variety of legislative and administrative efforts to implement their recommendations. Perhaps the most rewarding of these has been the response of undergraduate students to the call to consider teaching as a career. During 1986, the State Department of Education, working with representatives of public and private higher education, the Commission on Teacher Credentialing, and the teachers' unions, instituted "A Class Act: Be a Teacher" public awareness campaign. The campaign is designed to inform high school and college students of the rewards and opportunities in teaching. Young people are consistently demonstrating a renewed interest in teaching and are applying to teacher education programs in greater numbers than at any time in recent history. Teacher education programs at all California State University campuses are currently expanding to meet the new demand.

The response of California's educational leaders to the need to improve public school teaching has also been very rewarding. The California State University system, the state's major teacher edu-



cation institution, has initiated a number of efforts to improve teacher preparation, including the adoption of rigorous admission standards to ensure that the most capable students are selected. Likewise, the University of California is developing methods to focus the strength of its research capability on the problems confronting our public schools. This year, for the first time, a joint teacher improvement budget initiative was designed and cosponsored by elementary, secondary, and higher education and endorsed by the Governor and the Legislature. Developed by California State University and the State Department of Education, and closely paralleling the various commission reports, these projects will provide the incentive for a systematic review of how teachers are trained on the college campus and oriented to their responsibilities at the school site.

Many staff development opportunities exist for new and experienced teachers to upgrade skills and learn new classroom strategies. The Department supports and encourages long-term, sustained staff development which engages teachers at the school site in discussion of instructional issues. A number of programs contribute to this effort.

Mentor Teacher Program

More than 850 districts participated in the 1985-86 mentor teacher program, appointing 8,600 teachers to mentor positions. Mentors are working in a variety of teacher leadership roles, such as developing curriculum, conducting training for new and experienced teachers, and helping other teachers apply training in classroom instruction.

Approximately $45 million was appropriated to support the mentor program in 1986-87. Since many mentors are completing their third year in the program, activities in the coming year will include review and renomination of mentors, training for mentors in their new roles, and the increased use of mentor teachers to support assessment and planning of curriculum priorities, as well as development and implementation of new curricula in schools and classrooms.

Classroom Teacher Instructional Improvement Program

Another program designed to support teachers in the classroom is the Classroom Teacher Instructional Improvement Program, funded through SB 813. In 1986, the initiative provided $17.1 million for teacher grants to improve instruction; and 940 districts participated in the 1985-86 program. Grant funds were used to develop curricula and new instructional strategies and to fund teacher ideas to improve classroom instruction.

Teacher Education and Computer Centers

During 1986, the focus of the Teacher Education and Computer Centers

(TECCs) shifted. Rather than providing technology training alone, TECCs have been redirected to develop and provide training in the curriculum areas required for high school graduation, with technology as one tool for helping students learn.

The TECCs' primary purpose is to provide staff development services and resources to strengthen curriculum and instruction in kindergarten through grade twelve classrooms. TECCs accomplish this by training teachers in subject-specific methodology, administering Assembly Bill 803 (Katz, 1983) technology and Assembly Bill 551 (Hart, 1977) school site staff development grants. In addition, TECCs work with individual schools to build local capacity to develop and implement staff development programs.

Curriculum Implementation Centers

Seven Curriculum Implementation Centers (CICs), one in each of the subject areas required for high school graduation, are also part of the TECC staff development system. During 1986, the seven CICs trained several hundred teacher trainers in these activities:

- Effective strategies for science instruction in the elementary school
- The role of mathematics staff developers in helping teachers and administrators implement comprehensive mathematics programs
- Key elements of a literature and writing-based English-language arts curriculum
- The contents and methods for teaching U.S. history to multiple ability students
- Strategies for teaching the fine arts in the elementary school classroom

- Natural language approaches to the teaching of a foreign language
- Use of the physical performance test to diagnose students' physical education needs

In addition to CIC activities, potential teacher trainers were also trained through the University of California, Los Angeles, Literature Project.

Bilingual Teacher Training Program

California has a growing number of students, whose first language is not English, who need bilingual teachers to help them succeed in school. To assist in bilingual teacher preparation, the state provides support to school districts through its state Bilingual Teacher Training Program (BTTP). This program to continue assistance to districts needing bilingual teachers was initiated in 1978-79 through budget language and was legislated in 1981 through Assembly Bill 1379 (Chacon, et al.). Ten sites throughout the state provide second language, culture, and methodology training to about 2,000 eligible teachers on bilingual waiver.

Teachers affect eternity; they can never tell where their influence stops.

Henry Adams

Approximately $830,000 is available to designated agencies to provide course work leading to bilingual certification of credentialed, experienced teachers. A variety of training models are available during the school year through flexible after-school and weekend scheduling. During the summer, high intensity and immersion programs provide extensive training for teachers who need to acquire or improve bilingual teaching skills.

Each training model uses various staff development strategies, such as peer-coaching, practice and feedback, and cooperative learning for the effective transfer of teaching skills. These models have encouraged extensive use of successful adult second language acquisition strategies.

Districts providing their own Bilingual Teacher Training Programs have adopted standards and criteria based on the training approaches developed by the state BTTP.

Decline in Numbers of Qualified Mathematics and Science Teachers

The shortage of trained and well-qualified mathematics and science teachers appears to be growing. Too few of the well-qualified mathematics and science students in colleges and universities choose teaching in kindergarten through twelfth grade at a time when many of our current teachers in these subjects are at or near retirement age. Similarly, too few of the elementary and secondary school students pursue their studies with a mathematics or science-related career in mind. Consequently, the number of future college graduates well-qualified in mathematics and science who might enter teaching will continue to decline unless we find a way to reverse this trend.

The State Department of Education is involved in several initiatives to induce students to study more mathematics and science before college. Programs such as Mathematics, Engineering, and Science Achievement (MESA) and Making Electives Count for Career Achievement (MECCA) encourage high school students to study mathematics and science courses and explore career opportunities in these subject areas. The Department is also looking for ways to encourage more university students to study mathematics and science and to consider teaching careers. For example, Superintendent Honig has visited university campuses throughout the state and discussed the ongoing need for mathematics and science teachers with students and faculty.

Mathematics/Science Teacher Training

The State Department of Education coordinates the distribution of funds available under the federal Mathematics/Science Teacher Training Act. This program to strengthen mathematics and science programs provides $1.1 million for higher education and $2.6 million for elementary and secondary education in 1986-87, a 55 percent reduction in the previous year's funding. More than $1.8 million of the kindergarten through twelfth grade money will be distributed to elementary and secondary districts for staff development to improve mathematics and science programs.

Further, about $1.5 million will be awarded to teacher training providers to design and conduct low cost or free institutes for approximately 500 teachers. Seventeen institutes funded during 1985-86 now operate throughout California and train about 1,000 teachers.

Middle Grade Task Force

In 1986, the Middle Grade Task Force was established to recommend strategies for improving instruction in these "neglected grades." Composed of approximately 100 members, the task force was formed to study and make recommendations appropriate to the middle grades' unique characteristics.

The middle grades are students' last opportunity to prepare for the new, more rigorous demands of high school. At the same time, students are going through the most crucial maturational changes in their development since the first nine months of life. The task force determined that academic integrity and personal/social development are directly related and complementary to each other; therefore, student success depends on achieving a balance between academic and social growth.

Middle grade student achievement has not kept pace with academic progress at other grade levels. For example, test scores for third, sixth, and twelfth grade students have risen significantly while recent increases in eighth grade test scores have barely compensated for declines in previous years. Without comparable increases in student achievement at the middle grade level, high school educational reform could be jeopardized.

Nationwide data indicate that 700,000 students drop out annually. Middle grade reform also provides opportunities for reviewing the rising student dropout rate. The middle grades represent the last substantive educational experience for hundreds of thousands of students. Unless dramatic changes are made to capture the intellect and emotion of young adolescents, the dropout rate will continue to increase. Many students who fail to make a commitment to academic values by the end of the middle grades may never do so.

The Middle Grade Task Force report, *Caught in the Middle: The Task of Educational Reform for Young Adolescents in California Schools,* to be released in early 1987, addresses crucial educational issues for the middle grades. The report begins with a review of student characteristics, which provides the context for later discussions of curriculum, instruction, organization, support services, staffing, and community involvement. For each issue, principles of middle grade education are expressed from the students' perspective. A discussion of each principle is followed by specific recommendations which cut across the full spectrum of middle grade educational reform. These recommendations, addressed to the Legislature, the State Department of Education, higher education, school districts, teachers, and parents, cover topics such as school organization, teacher preparation, curriculum, classroom practices, and counseling-advising programs.

During the middle grade years, lifelong values, including students' sense of academic purpose and personal commitment to educational goals, are formed. Education that unites the concepts of academic integrity and personal wholeness can be an important factor in making young adolescence an exciting time of personal, social, and academic growth.

Educational Technology

Technology, particularly computer-based technology, has the potential to increase the effectiveness of education throughout California's public schools. Perhaps even more important is the capacity of technology to change and enhance the curriculum. New resources, new techniques for presenting information, new and greater capacity to store and manipulate information, and new devices for students to use in interacting with technological equipment can contribute to fundamental changes in the way instruction is provided.

The promise of technology will be met only if the following premises continue to serve as the foundation for future technology planning, programs, and development:

- Educational technology is promoted as a means to support a strong academic program and not as a means unto itself.
- There is sufficient access to hardware and software to ensure effective use of the equipment in an instructional setting.
- Educators receive adequate training in using technology.
- New and far more comprehensive courseware is developed that utilizes the power of this new technology.

Educational Technology Local Assistance Program

Assembly Bill 803 (Katz-Naylor, 1983), which authorized the Educational Technology Local Assistance Program, calls for a comprehensive effort to prepare students for an increasingly complex, technological world. As part of AB 803, the State Board of Education has statutory authority to approve grants to districts and counties for school-based plans to acquire software, hardware, and training; to postsecondary institutions for summer technology training institutes; and to counties and public broadcasting agencies for technical assistance in using instructional video as well as computer technology. In 1985-86, the second full year of implementation for AB 803, funding for the Educational Technology Local Assistance Program was increased by $10 million to $25.6 million.

In 1985-86, school-based adoption/expansion grants were awarded to 1,833 schools, which competed for these grants on a regional basis. Almost 2,500 schools applied for funds in this second cycle of the program, which required districts to provide matching funds in the ratio of $1 for every $10 of grant award funds. The $17 million allocated represented almost 70 percent of the total funds available through the Educational Technology Local Assistance Program in 1985-86. The 15 Teacher Education and Computer Centers (TECCs) received grants to administer the adoption/expansion grant program. The TECCs provided a variety of technical assistance services for schools that wished to apply for funds.

Seven regional instructional television (ITV) agencies received grants totaling over $1.3 million to continue to provide high-quality instructional programming and staff development to educators interested in using video programming in their instructional programs. An additional $650,000 was allocated to purchase exemplary ITV programs for distribution statewide.

Four "Technology in the Curriculum" projects, initiated during 1984-85, conducted extensive reviews of existing technology programs, both software and video, and developed resource guides

containing annotated lists of high-quality programs mapped to specific California curriculum objectives. The projects also collaborated to develop a relational database program which allows teachers to access information on appropriate instructional programs—not only from the resource guides, but also electronically. A set of "Technology in the Curriculum" materials has been distributed to every California public school. Over $2 million worth of exemplary demonstration software was also distributed to schools. The software, representing some of the best titles identified, will enable schools to use the "Technology in the Curriculum" materials immediately. Most of the titles distributed were the basis for model lessons included in the various resource guides.

California's approach to the integration of technology to support and strengthen the curriculum has been recognized across the country as exemplary, and the process developed for reviewing technology materials and correlating them to the curriculum will continue. Two new "Technology in the Curriculum" projects, in fine arts and foreign languages, were initiated with total funding of $500,000. These new projects will produce resource guides and data diskettes for their respective content areas, using procedures established by the original projects and modified for the unique characteristics of the new areas.

In addition to grants to local school sites, curriculum development, and regional support services, the Educational Technology Local Assistance Program supported intensive summer technology training for 600 California educators. Four Summer Technology Training Institute sites were funded. Extensive support and follow-up services will facilitate teacher implementation, within the classroom, of what is learned during the summer training. The trained teachers are a nucleus from which widespread, appropriate uses of technology by teachers throughout the curriculum can grow.

Safe Schools

Students cannot be expected to do their best in school or benefit from our educational reform efforts if their school environment is not safe, secure, and peaceful. Many public school students, however, experience significant attendance and behavioral problems that jeopardize the school's ability to provide an atmosphere that is safe and conducive to learning. The State Department of Education administers programs designed to analyze, improve, and evaluate school environment in California's public schools.

Standard School Crime Reporting Program

In 1984, the California Legislature enacted Assembly Bill 2483 (Stirling), requiring "sufficient data and information about the type and frequency of crime occurring on school campuses, to permit development of effective programs and techniques, to combat crime on school campuses." In response to this mandate, the State Department of Education:

- Assembled a task force with broad representation which developed and field-tested the Standard School Crime Reporting Program.
- Conducted workshops statewide for school personnel to develop techniques and reporting practices which ensure the submission of accurate, timely school crime data.
- Initiated a biannual reporting system for school districts to report crime statistics to the State Department of Education. The Department will make its first annual report to the Legislature in January 1987.

Beginning in January 1988, the Department will evaluate school crime

prevention programs by comparing annual crime statistics with those of previous years. The Department is also required to distribute, upon request, to each county superintendent of schools and each county chief probation officer a summary of that county's district reports, county totals, and statewide aggregate data.

School/Law Enforcement Partnerships

Providing safe school campuses for students is a vital concern that demands a cooperative effort between educators and law enforcement agencies. First as part of an interagency agreement, and then authorized by Senate Bill 1394 (Beverly, 1985), the School/Law Enforcement Partnership was formed between the State Department of Justice and the State Department of Education. The partnership focuses on providing a safe, secure, and peaceful environment in school, as well as encouraging students to regularly attend school and be good citizens. The partnership's goals include decreasing the school dropout rate and reducing substance and alcohol abuse by students. The partnership sponsors two annual regional conferences and assists schools and law enforcement and other agencies, through a 120-member resource cadre, to improve attendance; reduce school violence, vandalism, truancy, substance abuse, and dropout rates; and encourage good citizenship. In addition, the partnership funded 30 model programs to promote interagency school safety programs at the local level.

Peer Counseling Survey

The State Department of Education conducted a statewide survey of the scope and status of peer counseling programs in California secondary public schools. Responses were received from 805 schools (74 percent of those contacted), and results indicated that 22 percent of California high schools and 6 percent of California junior high schools provide peer counseling for their students.

Student problems addressed by peer counseling programs cover more than 100 specific areas, including alcohol and drug abuse, school attendance, suicide, dropouts, loss of loved ones, pregnancy, child abuse, and drunk driving.

Results of the survey, including a directory of programs, were disseminated to all secondary schools during 1986 to assist school personnel in supplementing their own programs.

Youth Suicide Prevention

The State Youth Suicide Prevention School Program was initiated in 1983 by Senate Bill 947 (Presley) to combat the serious problem of youth suicide. The bill requires the State Department of Education to plan, develop, implement, and evaluate a statewide educational program consisting of classroom instruction, nonclassroom school or community-based activities, parent education, and teacher training.

This year the program was implemented in eight pilot schools, and classroom curriculum materials developed during the previous year were field-tested.

A program evaluation report on the effectiveness of classroom instruction was presented to the Legislature in May 1986; and a complete evaluation will be conducted during 1986-87, the final year of the three-year project.

Let us raise a standard to which the wise and honest can repair.

George Washington

Health Education

Research studies confirm that the health and fitness of American schoolchildren are declining. Today, more children have elevated cholesterol levels, lower fitness levels, and more body fat in comparison with children of past decades. Furthermore, the use of drugs and alcohol by students is a major concern for schools.

The importance of health practices to disease prevention, learning ability, productivity, and overall quality of life is well documented. Although the interest in health and fitness on the part of adults has been increasing, studies show that children are not as interested in, or informed about, healthy life-styles. Because there is mounting evidence that the foundation for good health is laid by the patterns of behavior learned as children, it is essential that children be offered a stimulating, effective health education program in school.

One goal of the State Department of Education is to improve the overall health and well-being of children. This goal includes creating and stimulating interest in health education; raising awareness of the need for improving the health and fitness levels of children; motivating school districts to implement strong health education programs; and providing leadership and technical assistance to the educational community.

Substance abuse has become a serious problem for many students, and the Department has initiated a major statewide program that expands existing drug education efforts in our public schools. Superintendent Honig has appealed to all school boards in California to eliminate drugs from their schools. By giving students reasons *not* to use drugs, by motivating them to take responsibility for their lives, and by helping them make good choices about their health, we can equip students with the tools they need to say no to harmful temptations and to develop healthy life-styles instead.

The Department also distributed policy guidelines on acquired immune deficiency syndrome (AIDS), based on the guidelines from the National Centers for Disease Control. The Department is currently developing an AIDS education plan for school districts.

In addition, the State Board of Education requested that a Family Life Education Advisory Panel, broadly representative of California's population, be appointed to assist the Department in developing guidelines and a policy statement on family life education. The guidelines were presented as information to the State Board in November, in conjunction with a public input session. The guidelines support the family as the primary provider of this kind of information and reinforce the student's responsibility to act in accord with the traditionally held values of our society.

These overall health and fitness goals can most effectively be implemented through a comprehensive approach which integrates health instruction, health services, nutrition, physical education, and health promotion. It is through these elements that a child will most effectively learn about, *and* adopt, a healthy life-style.

Specialized Programs

School Improvement Program

One of the major and most effective vehicles for implementing California's educational reform initiatives is the School Improvement Program (SIP). SIP is based on the concept that the school and its community should take primary responsibility for improving education for all students. The purpose of SIP is to improve the quality of curriculum and instruction at all levels of California's schools. In 1985-86, 59 percent of the state's schools received SIP funding. Nearly 90 percent of the state's elementary students and close to 20 percent of the secondary students participated in the program. Elementary schools received approximately $182 million in SIP funding, and secondary schools received $32 million.

Consistent with the philosophy of the reform movement, SIP is designed to assist local school communities in strengthening local control and to reduce the complexity of managing their resources. For example, the state imposes few conditions on how schools can spend SIP funds. As a result, schools, rather than being concerned with satisfying a multitude of funding requirements, can focus their efforts on developing instructional goals which will meet their students' needs.

Established in 1977 as a successor to the Early Childhood Education (ECE) Program, the original programmatic features of SIP remain in effect:

- *Schoolwide comprehensive planning.* Schools which participate in SIP review their own instructional programs on a schoolwide basis, assess the areas needing improvement, and develop the methods by which they will achieve the desired change or reform.
- *Broad-based local participation.* SIP is founded on the premise that local school parents, teachers, and administrators are best able to identify their students' needs as well as to develop programs to meet them. To support the involvement of all these individuals in the decision-making process, each SIP school must establish a school site council composed of representatives from the school and community.
- *Additional resources and support.* In a major break with conventional approaches to governmental funding, SIP provides monies *directly* to schools. Except for restrictions on certain capital outlay expenditures and prohibitions against using SIP funds to supplant other district and school resources, schools have maximum flexibility in the use of funds. Schools are encouraged to use their SIP funds to improve curricular content, instruction, school climate, and other areas of need affecting the quality of education.
- *Comprehensive review of the quality of the program.* An extremely important component of SIP is the regular review and evaluation of its improvement efforts. There are two levels of evaluation: a self-review designed and conducted by the school itself and a comprehensive review of the entire school program by an external quality review team. The program review process is designed to judge all curricular areas, instructional methodologies, and effectiveness strategies for students. The program also guides the development of planned assistance for improving and sustaining high-quality education for all the school's students.

Career-Vocational Preparation

California is in a period of transition—changing technology, changing jobs, and a dramatically changing population. The education and training of our students must change, as well, to remain relevant for the future. Many more of our students than ever before, regardless of career aspirations, now require a strong academic foundation to be successful. Academic and career-vocational preparation can no longer function as mutually exclusive enterprises. Instead, they must function as complementary components of a total process.

The mission of career-vocational preparation is to ensure that all students have the opportunity to participate successfully in quality career-vocational preparation programs. These programs must be well planned, sequential, articulated, coordinated, and supportive of the academic core to maximize a student's success and productivity in work, college, home, and community.

The following major events occurred during 1986:

- Quality criteria for vocational-technical education were developed as a part of the "Secondary School Program Quality Criteria."
- Model career-vocational preparation standards and frameworks were developed in all the major subject matter areas. They were based on the coordinated, articulated, and sequential program concept and correlated to the existing model academic standards and frameworks. Model general occupational employability skills were developed, which incorporate the basic skills, preemployment skills, and the work maturity traits needed by all students for any career endeavor.
- The Superintendent's Vocational-Technical Education Management Advisory Committee completed its study, report, and recommendations on vocational education in California.

The following activities are under way in 1987:

- The piloting, testing, refining, and implementing of the model career-vocational preparation curriculum standards and frameworks by ten percent of California's high schools.
- The completion and dissemination of the *California Secondary Plan for Career-Vocational Preparation.*
- The planning, development, piloting, testing, and implementation of curriculum-based 2 + 2 types of articulation programs (two years secondary level plus two years community college, for a total of four years of education and training), and 2 + 2 + 2 (same as above plus two years college or university, for a total of six years leading to a degree). These programs are provided in cooperation with the secondary, community college, and state college and university systems.
- Implementation of eight model high school career preparation sites focusing on the special needs of the disadvantaged, but meeting the total career preparation needs of all students.
- The development of a continous career-vocational student assessment system for the early and immediate identification of student needs.
- The approval and incorporation of a career-vocational preparation quality indicator into the state's annual *Performance Report.*

Special Education

California has a long and distinguished history in meeting the needs of its handicapped students, beginning with the establishment of the state's first school for the deaf and blind in 1860. From that time until the early 1970s, a child's handicapping condition determined the type of education the child received. With the implementation of the *California Master Plan for Special Education* in 1975, public education agencies and parents of these children have been encouraged to base educational planning on the child's individual needs rather than on a particular disability. Public Law 94-142, the Education of All Handicapped Children Act, implemented in 1977, further enhanced this emphasis on the needs of the individual. The State Department of Education continues to emphasize this goal.

The Department also stresses the importance of providing handicapped individuals with social and academic opportunities for continuing interaction with nonhandicapped peers, while ensuring that the handicapped child's educational needs are addressed. In 1986, the Department, the State Advisory Commission on Special Education, and the State Board of Education updated the state's policy on least restrictive environment to ensure a continuing academic and social relationship between regular and special education programs.

In addition, six pilot awareness programs that were funded by the state for three years are now in the third year. They are currently being tested for effectiveness in increasing awareness among nonspecial education students of the problems and unique conditions that confront handicapped students. Furthermore, a Transition Services Center has been established to coordinate transition activities throughout the state which assist handicapped individuals to make transitions from school into adult life.

Because the quality of educational programs and services provided to handicapped children is directly affected by the quality of training of involved staff, federal regulations and state statutes require a comprehensive system of personnel development. A regional, state-sponsored special educational training program has been developed to convey significant information from educational research. For example, during 1986, the Department funded six summer institute training sites to improve assessment personnel's skills in meeting the needs of limited-English-proficient students.

The Department and the State Commission on Special Education each submitted to the Legislature a mandated "Sunset Review" to inform legislators about the status of special education programs and to recommend programs and administrative improvements. The California state plan for providing services to eligible handicapped individuals is being revised for submission to the federal government as mandated in Public Law 94-142. Because of California's participation in this program, the state received $104.7 million in federal funds to support the state's special education programs in 1986.

Cooperative efforts among state agencies often improve services. Implementation of Assembly Bill 3632 (Brown, 1984) and Assembly Bill 882 (Brown, 1985), which began July 1, 1986, has stimulated state-level interagency coordination to provide greater accessibility of resources for handicapped students. All state and local special education plans emphasize providing a quality education appro-

priate to a student's needs while ensuring instruction in the core curriculum.

Public school districts and county offices of education are currently engaged in the triennial development of local plans for providing special education and related services. These plans, after local reviews, will be sent to the State Department of Education and the State Board of Education for approval.

State Special Schools

California's state special schools provide services to individuals from infancy to age twenty-one who have special needs. These services include providing high-quality education programs to prepare students for employment, citizenship, independence, personal growth, and ethical development.

- *Addressing the needs of the seriously emotionally disturbed child.* With the passage of AB 3632, both the educational and mental health professions have taken an active leadership role in working with special education children. In anticipation of this challenge, the Diagnostic Center in Los Angeles has published *Identification and Assessment of the Seriously Emotionally Disturbed Child.*
- *Enhanced vocational training.* The California School for the Deaf in Fremont has carried out a Hire Learning Program which places students in jobs for training purposes. The California School for the Deaf in Riverside has launched a new Job Lab to conduct prevocational and vocational student assessments.
- *Blind teacher reader program.* The 1985-86 school year was the first full year of implementation by the Clearinghouse Depository for Handicapped Students of the Reader Employment Fund. This fund provides financial assistance to local educational agencies and the state special schools to offset their costs in providing the services of readers for blind, certificated teachers.
- *New deaf infant programs.* New programs have begun for deaf and multihandicapped deaf infants from birth to three years at the schools for the deaf in Fremont and Riverside. This effort is to provide early help for deaf infants, with parents assisting in their child's language development.

The greatest pleasure in life is doing what people say you cannot do.

Walter Bagehot

Bilingual Education

Integrating limited-English-proficient (LEP) students into the educational reform movement continues to present a special challenge to California educators. Over the past decade, the number of LEP pupils in our public schools has grown from 233,000 in 1975 to 567,000 in 1986, an increase of 143 percent. California now has over one million language minority students; that is, one in four California public school students comes from a home where a language other than English is spoken. (See Figure 2.)

The State Department of Education and the federal government assist school districts in meeting the needs of language minority students through various programs. Included among these are technical assistance to schools with LEP pupils through the federal ESEA, Title VII, program, as well as support to districts enrolling large numbers of recent immigrants and refugees. The Department also provides guidance to districts through its National Origin Desegregation Assistance program.

In addition, the State Department of Education worked with school district personnel to improve educational opportunities available to LEP students. Through its most recent publication, *Beyond Language: Social and Cultural Factors in Schooling Language Minority Students,* the Department is encouraging school districts to look beyond the fact that LEP students speak a language other than English and to examine other factors contributing to different levels of achievement. A network of teacher training institutes throughout the state, in cooperation with the Department, is providing training on the use of this publication. In addition, there are numerous ongoing in-service programs on primary language instruction; reading; cooperative learning; and sheltered English, a modified form of content area instruction designed to increase LEP students' understanding of subject matter taught by English-speaking instructors.

The Department of Education continued to collaborate closely with selected elementary schools to develop model programs of bilingual instruction. Those schools include Rockwood Elementary in Calexico and Eastman Avenue School in Los Angeles. English, reading, writing, and mathematics scores for these schools, all of which enroll very high percentages of LEP students, have increased significantly over the past several years.

Recognizing that informed parents are crucial to a child's educational success but that, for many non-English-speaking parents, involvement in the school may be a new experience, the Department has prepared a handbook explaining common school policies in lay terms. This *Handbook on California Education for Language Minority Parents* is available in English and seven other languages.

The Department will continue to work directly with selected schools to explore instructional alternatives for LEP students. One outcome of these efforts will be the publication of a handbook for planning and implementing effective programs for limited-English-proficient students.

The Department has also worked directly with the State Board of Education and the Legislature to conduct a thorough review of the legal requirements for educational programs for LEP students. In addition, the State Board adopted a bilingual education position statement which advocates program flexibility, parent involvement, and various options for students who need bilingual services. As part of the legislative review process, the Department has made

numerous recommendations to improve the current bilingual law while offering districts increased flexibility in meeting the needs of LEP pupils.

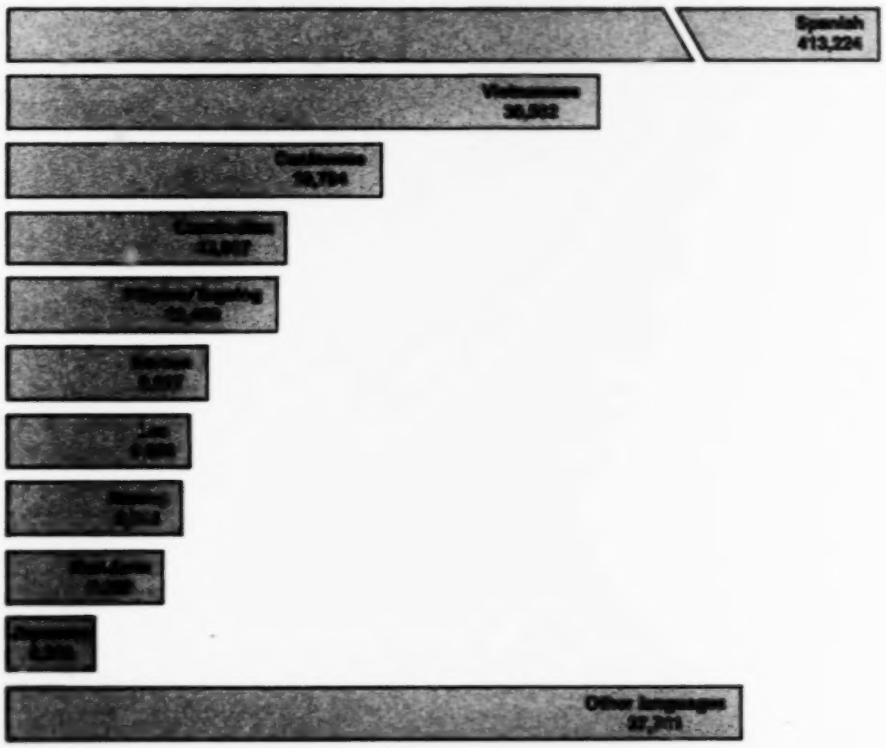
The recommended improvements include:

- Modifying the allowable ratio of LEP to English-only students in a classroom, while still providing sufficient opportunities for integration.
- Expanding to grades seven through twelve the current kindergarten through grade six Planned Variation Program, which allows districts to use the English-only option to increase student achievement. Modified evaluation requirements which encourage more districts to take advantage of this option will also be disseminated.
- Improving procedures for notifying parents of their child's enrollment in a bilingual program, as well as other options available besides the bilingual program.

Assembly Bill 2813 (Brown, 1986), incorporating these recommendations, was passed by the Legislature in August 1986, but was vetoed by the Governor. It was designed to extend the current bilingual law beyond its termination date of June 1987. The issue is expected to be back in the Legislature in 1987.

Figure 2

Enrollment of Limited-English-Proficient Students, Kindergarten Through Grade Twelve, by Language Group, 1986



Compensatory Education

For 21 years, state and federal compensatory education funds have been allocated to districts to provide support to students who are experiencing difficulties in bridging the gap between their current academic level and the core curriculum. During 1985-86, approximately one million California students were served through Economic Impact Aid/ State Compensatory Education (EIA) and Education Consolidation and Improvement Act (ECIA), Chapter 1. Compensatory education program services included the following:

- Alternative program strategies were developed for districts to implement the Supreme Court's decision (*Aguilar* vs. *Felton*), which mandated that Chapter 1 services be provided off the "premises" of the private sectarian campus.
- An "Achieving Schools Conference" was held to allow achieving schools to share their effective practices with others. Certificates of appreciation and awards were presented to educators, schools, parents, and community members for their services to compensatory education.
- Twelve achieving schools from the 1981-82 study were presented as models of effective school practices. The practices that promote high academic achievement were shared with educators and parents at conferences.
- The second handbook, *Effective Practices in Achieving Compensatory Education-Funded Schools II*, was prepared for publication. The handbook, which describes 15 new effective schools identified during the 1984-85 study, is to be disseminated nationally. The compensatory education programs of seven schools were nominated by the State Department of Education for the U.S. Compensatory Education Recognition Program.
- The Standard English Program, which serves over 20,000 students, is designed to assist students who speak a nonstandard English. The activities focus primarily on oral language development, using culturally related literature.
- The Chapter 1 Delinquent and Handicapped programs in local educational agencies and state institutions and hospitals are encouraged to use the model curriculum standards and curriculum handbooks that have been developed by the State Department of Education as part of the reform effort.
- Parent involvement has been an integral part of compensatory education since its inception in 1965. The Department provides technical assistance to educational agencies on strategies to involve the parents of compensatory education students. Workshops on parent involvement were presented at conferences throughout the state. The Department also conducted parent training sessions for parents and school district personnel.

The main focus of compensatory education is to work collaboratively with other programs to build a bridge for compensatory education students. A handbook is being developed that provides instructional strategies to implement these efforts, using the flexible provisions of state and federal laws and regulations.

Adult and Alternative Education

Some students require individualized assistance and support, as well as specialized programs to address unique needs. In addition, many adults need specialized services to earn a high school diploma or upgrade or learn new skills. For adults, federal adult basic education (ABE) and general education development (GED) provide help in achieving their educational goals. ABE supplements state funding by providing money to increase literacy and provide English as a Second Language (ESL) instruction. GED provides opportunities for school dropouts to complete high school graduation requirements. Elementary and secondary students who need special programs and services receive assistance through alternative education, independent study, continuation and opportunity education, specialized secondary programs, and summer school.

Adult Education

The mission of public adult education is to provide quality, lifelong educational opportunities. This program provides educational experience from basic skills through the secondary level. It is designed to help students upgrade current job skills, train or retrain for new occupations, and become prepared to function successfully in their physical and social environments.

In 1986, adult education received $215 million in state funds. Approximately $8 million in federal funds has been allocated for three research and development programs:

- Development of the California Adult Student Assessment System (CASAS) designed to determine student competency at different educational levels.
- Staff development opportunities, such as training offered by the ESL and ABE institutes. In addition, 100 mini-grants were awarded to teachers for adult education instructional projects.
- Support for the Dissemination Network for Adult Education, the adult education information distribution system.

A statewide training program for adult school district personnel increased the number of volunteers for adult education skills classes. In addition, leadership training for GED teachers is designed to enhance professional development. To provide guidance on meeting new graduation requirements for the adult high school diplomas, guidelines and criteria for model programs in adult education have been disseminated.

As the state's immigrant population increases, more ESL classes are needed to help individuals succeed at school and at work. Current ESL programs reach over 240,000 students, but additional funding is being sought to reach another 20,000 students for whom there is no space in existing ESL classes.

Alternative Education

Supplementary alternative programs have been created to improve student performance. These supplementary student programs offer flexibility and responsiveness to student needs, provide educational services that may not be available in the traditional school setting, and provide a necessary support system to prevent students from dropping out of school or to recover students who have dropped out (see "Dropouts," p. 37, for additional information on dropout programs). Materials have been developed,

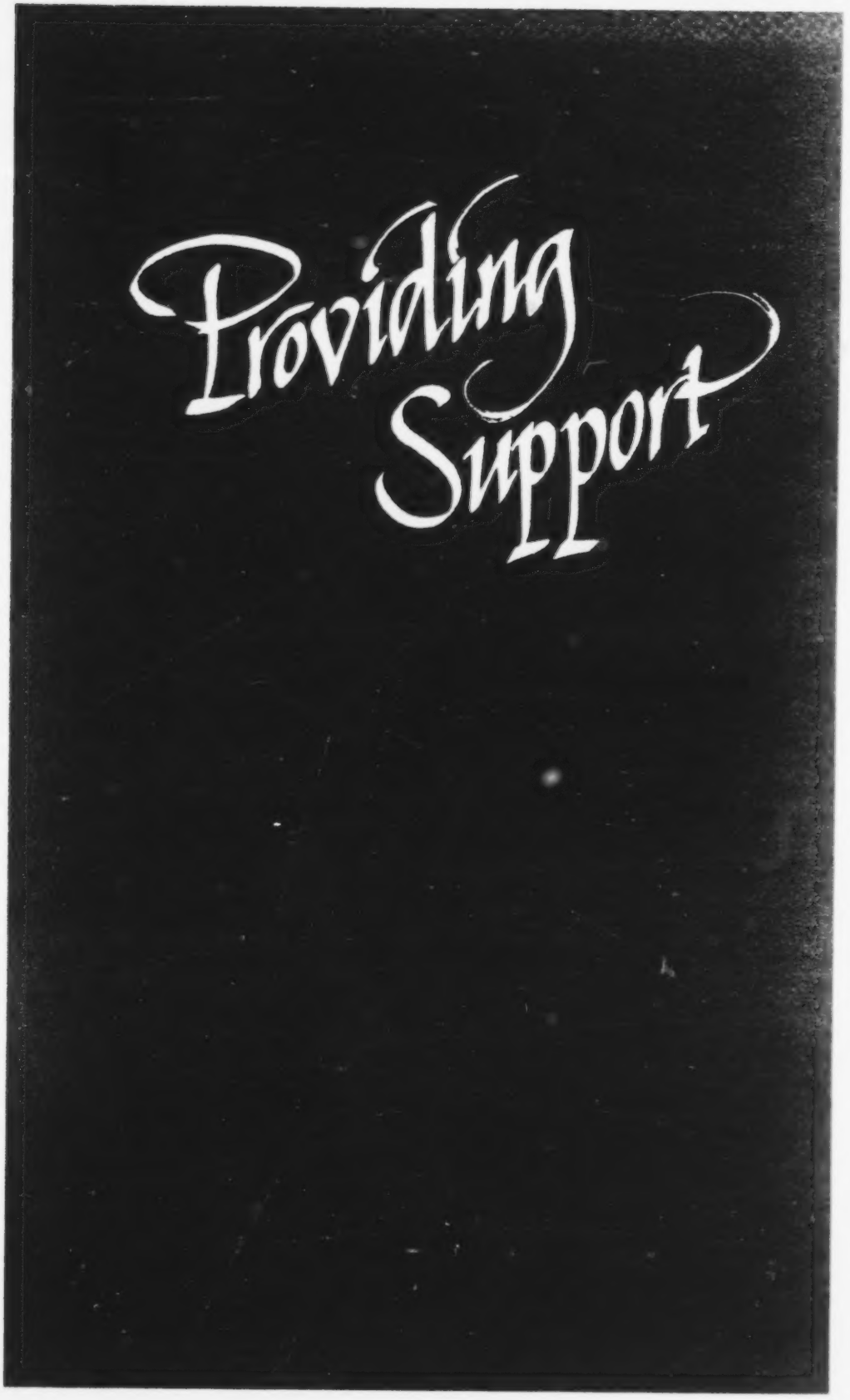
The individual who is too old to learn was probably always too old to learn.

Haskins

and technical assistance has been delivered to inform school districts and others of the various alternatives available and how to participate in them.

The State Department of Education has:

- Developed collaborative strategies for agencies involved in alternative programs.
- Enabled almost 80 districts to participate in an incentive program established by SB 813 to encourage districts to provide opportunity education services to students at risk of dropping out of school in the seventh through ninth grades.
- Developed an informational summer school application package and disseminated information statewide via 14 regional workshops. Approximately 700 school districts offered summer school in 1986, reflecting increased interest in this program since provision of funds for core academic subjects for summer school became available through SB 813.
- Provided information and technical assistance to schools considering establishing a year-round schedule.
- Facilitated a 15 percent growth in independent study. The Legislature allocated $90,000 to the Department in 1986 to develop program quality standards and improve guidelines for kindergarten through twelfth grade independent study programs. These alternative programs provide supplemental and individualized, short-term or long-term instruction independent of classrooms.
- Allocated over $2 million annually in state start-up funding for specialized secondary school programs, such as the Los Angeles County High School for the Arts, the East Side Electronics Academy in San Jose, and Sacramento's Academy of Science and Technology. This program also originated with SB 813. Based on evaluation reports, the Department recommended to the Legislature that program funding be continued, but at a higher rate.


Providing
Support

Child Development

A child's physical, emotional, social, and academic development depends on the ability of adults to provide, when necessary, high-quality child care and development services that meet individual needs. Unfortunately, many families are unable to locate or afford good child care and need assistance at some time during their child's development. The State Department of Education supports quality care for children of all ages and works with the Legislature to increase funding for child care programs.

In 1986, the State Department of Education distributed approximately $23 million in expansion funds for Alternative Payment (AP), School Age Parenting and Infant Development (SAPID), and School Age Community Child Care (latchkey). As a part of the distribution process, workshops to provide information and technical assistance to applicants were held statewide. The additional dollars resulted in the funding of 160 latchkey programs, 29 new AP programs, and 12 SAPID programs.

The second annual State Department of Education Child Development Conference, "Child Development: Partnership in Excellence," was held. The conference featured speakers, workshops, and exhibits focusing on all phases of child development. Approximately 1,300 participants attended the 80 workshops.

In addition, the first of several Language Development Institutes was held in 1986. These Institutes provide site and program directors with skills to meet the language development needs of preschool children.

An interagency agreement with California State University, Fresno, and the Community College Consortium also provided staff development training to 400 child development practitioners.

The Department's concern regarding the dropout and retention rates among kindergarten children resulted in initial planning for a School Readiness Task Force, which will begin its work in 1987. This group, composed of elementary school teachers, child development staff, teachers' union representatives, legislative staff, and others will be convened to address the issue of school readiness and to provide the Department with recommendations for improving children's success in school.

In addition, initial planning was begun to address the area of language acquisition. A task force will be appointed in early 1987 to develop guidelines for preschool practitioners in the areas of children's language acquisition and development.

Dropouts

The problem of students dropping out of school before graduation continues to plague the educational community as well as our society as a whole. U.S. Census Bureau figures show that the median income of high school dropouts is 41 percent less than that of high school graduates.

With the enactment of the School-Based Pupil Motivation and Maintenance Program and Dropout Recovery Act of 1985 (Senate Bill 65, Torres), California made $3.1 million available to schools and other agencies to plan programs to address the school dropout problem. California expanded its commitment to the dropout issue in 1986-87 by allocating over $12 million and by adopting Assembly Concurrent Resolution 35 (Klehs), which declared 1986 as the Year of the Dropout. This legislative resolution also called for leadership and the utilization of manpower and resources to assist school districts to solve the urgent and growing problem of school dropouts. The goal of the State Department of Education is to reduce the attrition rate to 23.5 percent by 1990. This would represent a 25 percent reduction in the current dropout rate of 31 percent.

The major component of SB 65 was the establishment of motivation and maintenance programs and Alternative Education Work Centers. Two hundred schools received grants to develop unique school-site plans tailored to their "at risk" and "high risk" pupils. In addition, 50 school districts were awarded grants to focus on the recovery of school dropouts ages sixteen and over. The school site plans were implemented in 1986-87, as 250 outreach consultant grants were awarded to these schools. Another 200 schools and 50 districts have received planning grants.

SB 65 also funded educational clinics for youths ages thirteen through nineteen who have already dropped out of school. The clinics provide an academic program for a specified time period to reintroduce the youths to the school environment and develop skills necessary for successful reentry into the school.

The final piece of SB 65 provides funding for a Model Program Repository to provide information on successful dropout programs to California schools. This legislation also provides funds to districts to replicate materials. Through this activity, approximately 100 school districts have reviewed grants to update and disseminate information on successful dropout programs.

In addition to implementing these major sections of SB 65, the State Department of Education recruited and trained 20 California educators to assist in student dropout prevention. This Dropout Prevention and Recovery Services cadre worked with 20 school districts and 25 schools funded under the Motivation and Maintenance program.

These efforts are directed at helping districts reach the 1990 targets set by the State Department of Education: reducing the schools' 1985-86 attrition rate by 25 percent; increasing the number of dropouts recovered by 25 percent; and implementing holding-power strategies at the schools. The educational community must take the lead in educating high risk students to realize that once they drop out, they lose many opportunities to develop their potential and prepare for jobs.

If you refuse to be made straight when you are green, you will not be made straight when you are dry.

African proverb

School Facilities

Providing adequate school facilities continues to be a top priority for California. Current estimates indicate that 80,000 to 100,000 additional students will enter the public school system each year during the next five years. To accommodate this growing student population, new facilities must be constructed; and existing facilities must be properly maintained. In many cases, facilities must be renovated to remain safe and effective for current educational programs.

The major unresolved facilities issue in 1985 was Governor Deukmejian's concern that the facilities issue had not been adequately studied and that there might not be a need for more funding. After the State Department of Finance survey validated the State Department of Education's previous estimates of need, a number of legislative bills were introduced to deal with school facilities issues, such as funding, changes in architectural standards, administration, and planning.

In a major policy change, the California Legislature assumed primary responsibility for school facilities funding and intends to finance the projected five-year need of $5.6 billion. In 1986, the Legislature passed major legislation that (1) permits school districts to levy fees on new residential and commercial/industrial construction; (2) provides incentives for districts to implement year-round school schedules; (3) improves access to programs by easing eligibility requirements; and (4) improves provisions for modernization, maintenance, and deferred maintenance. In addition, the Legislature has increased the square footage standards for school facilities by 10 percent. Although California currently allocates 55 square feet per elementary pupil, this standard still falls short of per pupil square footage standards in many other states. For instance, Massachusetts allows 115 square feet and Michigan allocates 128. Additional facilities funding beyond the five-year projection will be needed to meet California's goal of providing educational excellence for all public school students.

School administrators are encouraged to develop comprehensive property management programs to meet present and future educational needs. The Department has completed a feasibility study for facilities inventory, an enrollment forecast and capacity projection, and a report on the appropriateness of architectural standards. The Department also provides site guides, facilities planning and design assistance, and help with application processing. In addition, a handbook on school maintenance and a long-range planning guide are available to districts to help them develop effective property management programs.

School Spending

The 1986-87 state budget includes over $30 billion in General Fund expenditures, with almost $12 billion, or approximately 39 percent, earmarked for kindergarten through grade twelve education. When compared to 1985-86 funding, state General Fund spending for schools in 1986-87 will increase by approximately $900 million or 8.2 percent, while local revenues for kindergarten through grade twelve are expected to increase by $216 million in 1986-87. Total state and local funding of $15.3 billion will reflect an approximate increase of $1.1 billion over 1985-86 (7.7 percent). Among the major items provided for in this increase are:

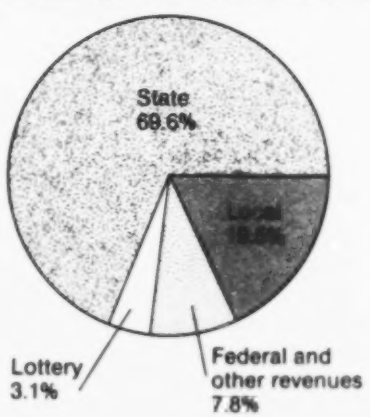
- Cost-of-living adjustments—$730,606,000
- Enrollment growth—$261,866,000
- Incentives for increasing instructional time—$107,868,000
- Special education programs—$55,000,000

In addition to the revenues received from state General Fund appropriations and local property taxes, schools receive additional funds from sources such as the California State Lottery and federal appropriations. The California State Lottery, approved by voters in November 1984, provides at least 34 percent of its gross revenues for public education. In the 1985-86 fiscal year, kindergarten through grade twelve education programs received $555.5 million in lottery revenues, or approximately $122 per student. A comparable amount is anticipated for 1986-87.

Lottery funds are available to local educational agencies to use at their discretion within the broad guidelines contained in the law, which states that funds must be used "exclusively for the education of pupils and students and no funds shall be spent for acquisition of real property, construction of facilities, financing or research or any other noninstructional purpose." Although lottery funds have allowed districts to enhance their current educational programs, lottery revenues comprise only approximately 3 percent of total funding for kindergarten through grade twelve education programs. Revenues for federally funded programs and other sources will account for additional expenditures of $1.2 billion for kindergarten through grade twelve education programs in 1986-87. Figure 3 graphically depicts the percentage of revenues received for kindergarten through grade twelve education by funding source.

In 1986-87, California's per pupil expenditures will be approximately $3,836. Even with lottery revenues, California will be spending about $46 less than the national average of $3,882 per student. To close this gap would require $200 million more than was provided in

Figure 3
Estimated Expenditures for Education in California by Revenue Source, 1986-87



1986-87. Obviously, California still has some distance to go to reach the national average. Table 2 and Figure 4 display California's per pupil spending as compared with the national average for the past several years.

If we are serious about achieving excellence in our public schools, we cannot afford merely to keep pace with the national average. We must recognize that providing quality education to every child requires significant increases in spending beyond the 1986-87 level. For instance, as Table 3 indicates, California ranks second highest in the nation for the number of pupils per teacher in public school classrooms.

Presently, California simply does not spend enough to provide the scope and quality of educational services available in states that, based on per pupil expenditures, rank in the top 25 percent nationwide. To achieve this rank in 1986-87, for example, California would need to spend approximately $510 more per student than the $3,836 per pupil currently available.

California has significantly increased funding for education, but the job is not finished. For California to retain its educational leadership position, we must steadily increase expenditures so that our public school system achieves its goal of educational excellence.

Table 2
Current Expenditures for Public Elementary and Secondary Schools per Pupil in Average Daily Attendance, 1971—1987

Year	California's rank*	California's average	National average	Difference
1972-73	18	1,050	1,035	+ 15
1974-75	20	1,248	1,280	- 32
1976-77	20	1,572	1,594	- 22
1978-79	23	1,905	1,961	- 56
1980-81	22	2,542	2,506	+ 36
1982-83	30	2,727	2,949	-222
1984-85	NA	3,299	3,457	-158
1986-87	NA	3,836	3,882	- 46

*Rankings for 1971-72 through 1983-84 are taken from *NEA Ranking of the States*. The figures for 1984-85 through 1986-87 are estimates based on projections by the State Department of Education. California's rank is not available.

Figure 4
Amount of California Expenditures Below National Average

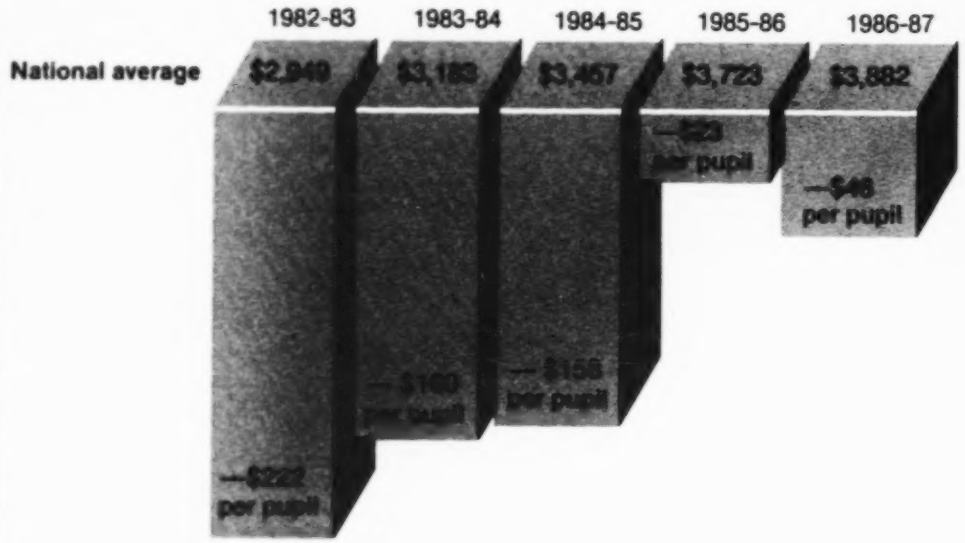


Table 3
Pupils Enrolled per Teacher in Public Elementary and Secondary Schools, Fall 1985

	Pupils per teacher		*Pupils per teacher*		*Pupils per teacher*
1. Wyoming	14.09	19. Missouri	16.53	34. Colorado	18.42
2. Vermont	14.15	20. District of Columbia	16.54	35. Georgia	18.56
3. Connecticut	14.26	21. Oklahoma	16.56	36. Indiana	18.59
4. Massachusetts	14.80	22. Pennsylvania	16.56	37. Louisiana	18.60
5. North Dakota	15.02	23. Virginia	16.74	38. Ohio	18.79
6. New York	15.03	24. Minnesota	17.47	39. North Carolina	18.96
7. New Jersey	15.04	25. Florida	17.53	40. Kentucky	19.16
8. Nebraska	15.13	26. Maryland	17.55	41. Hawaii	19.60
9. South Dakota	15.19	27. South Carolina	17.65	42. Alabama	19.79
10. Rhode Island	15.24	28. Oregon	17.76	43. Nevada	20.00
11. Kansas	15.28	29. New Mexico	17.76	44. Arizona	20.17
12. New Hampshire	15.70	30. Texas	17.95	45. Tennessee	20.23
13. Iowa	15.71	**United States**	**17.97**	46. Idaho	20.61
14. West Virginia	15.74			47. Washington	20.71
15. Montana	15.88			48. Alaska	20.92
16. Maine	16.05	31. Mississippi	18.13	49. Michigan	20.93
17. Delaware	16.17	32. Illinois	18.22	50. California	22.89
18. Wisconsin	16.52	33. Arkansas	18.29	51. Utah	24.19

Computed from NEA Research, *Estimates* data bank.